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PROGRAMME QUESTIONS: EVALUATION

In-depth evaluation of the United Nations programme on social development

Report of the Secretary-General

SUMMARY

The present in-depth evaluation covers activities on participation of the population in development, social integration and social welfare, youth, ageing and persons with disabilities. Results from opinion surveys of the main global constituencies of these programmes and of national focal points are presented and analysed. A number of recommendations, aimed at creating a more unified and focused approach, are given in the last section of the report. Activities concerning persons with disabilities are recommended for highest priority attention.

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I. INTRODUCTION

1. At its thirty-second session, the Committee for Programme and Coordination (CPC) considered the progress report on the in-depth evaluation of the major programme on social development and humanitarian affairs (E/AC.51/1992/2) and endorsed the proposals contained in that report on the scope of the in-depth evaluation, the period to be covered and the issues to be addressed (A/47/16 (Part I), para. 129).

2. The scope of the present evaluation is therefore limited to activities on participation of the population in development, social integration and social welfare, youth, ageing and persons with disabilities, within the central and regional programmes for social development. The period covered is 1984-1991. The issues identified in the progress report and endorsed by CPC were:

(a) The effectiveness of strategies aimed at creating awareness;

(b) The extent to which established international guidelines and norms have been adopted at the national level and utilized as a basis of international cooperation for social development;

(c) The factors influencing mobilization of extrabudgetary resources;

(d) The views of users of publications, training programmes and other outputs;

(e) The extent to which the programme orientation is integrated and focused.

3. Assessments of the programme were collected through opinion surveys of its main constituencies. The present report utilizes the results of two survey questionnaires sent to six of the user groups of the programme, and information on programme implementation supplied by the Central Monitoring Unit.

4. The programme constituencies surveyed were:

(a) Members of the Commission for Social Development;

(b) International non-governmental organizations (NGOs) in consultative status with the Economic and Social Council whose representatives participated in the last two sessions of the Commission;

(c) National focal-point officials on mailing lists provided by the Centre for Social Development and Humanitarian Affairs (CSDHA), namely for the aged, the disabled and youth;

(d) Officials of the United Nations system serving as the focal points for activities on the aged, the disabled and youth.

The survey questionnaires were formulated on the basis of a draft initially submitted for comments to the Commission for Social Development as a conference room paper. No comments were received.

5. Chapter II of this report reviews the programme and assesses programme implementation. Chapter III examines the results of the survey questionnaires. Chapter IV contains recommendations.

II. OVERVIEW OF THE PROGRAMME

A. Structure and objectives

6. The intergovernmental machinery, evolution of mandates, objectives, activities, resources and organization of United Nations programmes on social development were described in the progress report for the present study (E/AC.51/1992/2). In the 1984-1991 medium-term plan period, United Nations activities in the field of social development were included in two central programmes and four regional programmes. The Office for Development Research and Policy Analysis in the Department of International Economic and Social Affairs implemented central activities under the major programme on global development issues and policies. CSDHA had sole responsibility for activities in the second central programme, on global social development issues. The programme was designed to provide intergovernmental bodies, Member States and, as appropriate, NGOs with policy options and strategies targeted to promote social integration and social welfare and the participation of vulnerable groups and women in the process of development. The Department of Technical Cooperation for Development had responsibility for assisting Member States in the elaboration of policies and operational activities for economic and social development. The four regional commissions in developing regions, the Economic Commission for Africa (ECA), the Economic Commission for Latin America and the Caribbean (ECLAC), the Economic and Social Commission for Asia and the Pacific (ESCAP) and the Economic and Social Commission for Western Asia (ESCWA), had responsibility for United Nations activities for social development in their respective regions. The Economic Commission for Europe (ECE) has no separate programme on social development but carries out activities in population research and social and demographic statistics.

7. Under the current medium-term plan for the period 1992-1997, the structure of United Nations activities for social development has been modified. The activities included in the present evaluation are now part of programme 25: Global social issues and policies, and programme 26: Integration of social groups, and the four corresponding regional programmes for social development. Responsibility for the central programmes is now assigned to the Department for Policy Coordination and Sustainable Development, to which CSDHA was transferred in the context of the restructuring of the economic and social sectors of the United Nations. The structure and management of the regional programmes for social development in the 1992-1997 medium-term plan, and related ECE activities on population and statistics, remain much the same as those of the previous plan period.

8. The central programmes for social development in the medium-term plan for the period 1984-1991 contained two types of objectives:

(a) To assist Governments in the design and implementation of national policies, legislation and programmes in the field of social development;

(b) To undertake overall analyses of trends in both development and policies and the impact of those trends on the participation and integration of less advantaged groups in the process of development.

In addition, the programme included important activities concerned with the monitoring of international programmes of action for youth, the disabled, the aged and social welfare.

9. These objectives appear to rest on three implicit assumptions about the role of the United Nations:

(a) Recommendations of intergovernmental bodies can be instrumental in achieving international norms for social policies;

(b) The dissemination of information and analyses on overall trends in ageing, the disabled, youth and other issues in United Nations publications enhances the awareness of policy makers;

(c) The programme, through its contributions to international guidelines and programmes of action, serves as a catalyst for the mobilization of resources.

10. The conception and role of the regional programmes for social development in ECA, ECLAC, ESCAP and ESCWA incorporate both the global mandates to which the commissions contribute and the distinctive concerns of each commission. The mandates of ECE remain restricted to economic development issues, but the recent momentous changes in Central and Eastern Europe have created a new awareness of the challenges of social development.

B. Review of programme implementation

11. Table 1 below provides basic information on the delivery of outputs for social development for the period 1988-1991. Overall, only 51 per cent of the programmed outputs of the five subprogrammes subject to this evaluation in the central programme on CSDHA were delivered during the 1988-1989 biennium, and 55 per cent during 1990-1991. The implementation rate of subprogramme 1: Participation of the population in development, declined from 33 per cent to about 8 per cent in the 1990-1991 biennium. The implementation rates were highest in subprogramme 2: Social integration and social welfare. Almost all of the differences in rates of implementation between the five CSDHA subprogrammes were attributable to two factors. Firstly, over half of all publications programmed were terminated, 64 per cent in 1988-1989 and 55 per cent in 1990-1991. Secondly, programmed reports to intergovernmental bodies were both fewer in number and more likely to be delivered or added to; in

Table 1. Delivery of outputs for social development, 1988-1991

Programme and subprogramme	1988-1989			1990-1991		
	Programmed	Delivered	Percentage delivered	Programmed	Delivered	Percentage delivered
CSDHA						
1. Participation	9	3	33	12	1	8
2. Social integration	5	7	140	13	9	69
6. Youth	20	11	55	26	22	85
7. Ageing	12	4	33	20	11	55
8. Disabled	19	8	42	28	11	39
Total CSDHA, of which,	65	33	51	99	54	55
Reports	21	17	81	13	15	115
Publications	44	16	36	81	37	45
ECA	41	37	90	50	50	100
ECLAC	21	20	95	24	23	96
ESCAP	44	52	118	41	45	110
ESCWA	11	8	73	11	4	36
Total, regional	117	117	100	126	122	97

1988-1989 80 per cent of reports programmed were delivered and in 1990-1991 more reports were delivered than programmed.

12. Implementation rates of the regional programmes, with the exception of ESCWA, were much more stable and much higher than those of the subprogrammes of CSDHA. In ESCWA, the resources of the programme for social development are small even when compared to the other regional programmes. ESCWA has no subsidiary body in the area of social development. Consequently, 80 per cent of its programmed output consists of publications whose delivery was severely affected by the Gulf crisis and its consequences. ECE has no subsidiary body in the area of social development; its programme in population is guided by regional intergovernmental meetings, such as the recently held European Population Conference. The ECE programme of work in social and demographic statistics is mandated by the Conference of European Statisticians.

III. SURVEY RESULTS AND FINDINGS

13. The present section of the report reviews findings from two sets of survey questionnaires sent to members of the Commission for Social Development, NGOs, officials of United Nations agencies and national focal points in the field of

social development. These groups were considered the most active participants in the design, implementation and utilization of the programme. The results of the surveys are reproduced in annexes I and II of the present report.

A. Assessments of programme orientation

14. The recipients of the first questionnaire were members of the Commission for Social Development, NGOs and focal-point officials in United Nations agencies. About 40 per cent of respondents expressed an opinion on the orientation of the different components of the programme, and more than 70 per cent provided assessments of the programme strategies and what the programme should or should not focus on. About one third of the respondents considered that one or more subprogrammes should be significantly reformulated. Few considered that any subprogramme should be deleted. The three groups showed significant differences in their pattern of responses. Members of the Commission did not endorse deletion of any current components of the programme, while some NGOs did do so. Few focal-point officials of United Nations agencies considered that any subprogramme should be "significantly reformulated" or "deleted".

15. The questionnaires also sought an assessment by the respondents of the strategies and immediate objectives of the programme. Three quarters of the respondents in the three groups expressed an opinion on the focus and strategies of the programme. Of these, about two thirds agreed that the current programme strategies should continue and should focus on (a) assessment of emerging trends and issues in social policies; (b) assisting intergovernmental bodies in the formulation and assessment of programmes of action adopted by the United Nations in the field of social development; and (c) the identification of guidelines and operational strategies for social policies at the national level in the context of internationally agreed upon programmes of action for development.

16. All officials of United Nations agencies who expressed an opinion considered that the programme should focus primarily on the identification of guidelines and strategies for social policies at the national level. Members of the Commission and NGO respondents, however, gave similar levels of endorsement to all three areas listed above.

17. The first questionnaire asked respondents whether the programme should be structured as a unified programme for social development rather than distinct activities on participation, social integration and welfare, youth, the disabled and the aged (see annex I, question A.2 (d)). About 70 per cent of the respondents endorsed a more unified programme. However, all programme areas have their constituencies.

18. The survey also explored the views of respondents on the reorientation of the programme to a set of thematic issues instead of the current emphasis on advocacy and services for targeted groups. About half of those surveyed agreed that the programme should be modified to focus on thematic issues, while 40 per cent objected to such a modification and the remaining respondents expressed no opinion. About two thirds of all respondents and nearly 90 per cent of those expressing views endorsed the inclusion of analysis and

related proposals on fundamental obstacles to social development in least developed countries and the addition of international dimensions of global poverty as distinct themes in the programmes. Half of all respondents and two thirds of those expressing views similarly endorsed early identification of emerging humanitarian problems and post-conflict reconstruction as separate themes.

19. Many of the respondents, in explanation of their endorsements, stated that thematic and group-focused approaches to the programme were mutually complementary and that group-focused activities could and should be undertaken within themes. Others envisioned thematic issues as a framework for an integrated approach to the assessment of issues and action programmes. Yet others stressed that these themes needed to be added to the programme.

B. Assessments of internationally endorsed guidelines

20. The objectives of the programmes on the aged, the disabled, youth and social welfare include promoting awareness of related issues at the international and national levels, and helping stimulate support for United Nations activities and action at the national level in those areas. One of the main means of accomplishing these objectives has been the use of internationally endorsed guidelines by which the United Nations has sought to generate agreements on norms and standards for social policy. The three global constituent groups (members of the Commission for Social Development, focal-point officials in United Nations agencies and NGOs) and the relevant national focal points were asked to assess the uses and effectiveness of the following United Nations-endorsed guidelines for social welfare, the disabled and the aged:

(a) Guiding Principles for Developmental Social Welfare Policies and Programmes in the Near Future (adopted by the Interregional Consultation on Developmental Social Welfare Policies and Programmes (see E/CONF.80/10, chap. III) and endorsed by the General Assembly in its resolution 42/51);

(b) United Nations Principles for Older Persons (based on the International Plan of Action on Ageing and contained in the annex to General Assembly resolution 46/91);

(c) Tallinn Guidelines for Action on Human Resources Development in the Field of Disability (contained in the annex to General Assembly resolution 44/70).

1. Assessments by global constituent groups

21. Method. The three global constituent groups were asked to rate each of the three internationally endorsed guidelines. The scale used was "Very effective", "Helpful", "No effect", "No opinion/Do not know". These ratings were made with respect to eight potential uses of the guidelines, such as "Promoting international awareness" and "increasing extrabudgetary resources". The results are given in annex I, questions B.1 to B.8, of the present report.

22. In order to analyse these results, weighted indexes were calculated by assigning numerical values to the points on the scale, from 5 for "Very effective" to minus 3 for "No effect". From these indexes it is possible to draw conclusions concerning the opinion of the respondents on both the relative and absolute effectiveness of the three guidelines.

23. Overall effectiveness of the guidelines. Members of the Commission for Social Development were positive in their assessments, giving an average overall rating of 2.0, slightly below "Helpful". The focal-point officials of United Nations agencies were quite negative, giving an overall average rating of minus 0.2, midway between "Helpful" and "No effect". NGO representatives gave assessments closer to those of members of the Commission.

24. In relative terms, the Tallinn Guidelines for action in the field of disability were ranked first or equal first by all of the three global constituent groups. This result is supported by the more detailed analysis in tables 4 and 5.

Table 2. Relative ratings of internationally endorsed guidelines in social development by the global respondent groups a/

Respondent group	Average rating b/	Guideline c/		
		Welfare	Aged	Disabled
Members of the Commission for Social Development	2.0	Equal First	Third	Equal First
Focal-point officials of United Nations agencies	(0.2)	Third	Second	First
NGOs	1.4	Third	Equal First	Equal First
Overall rating b/	0.9	0.5	0.8	1.3

Source: Survey of global constituencies, see annex I, questions B.1 to B.8.

a/ These consist of members of the Commission for Social Development, international NGOs and focal-point officials of United Nations agencies.

b/ The ratings are based on weighted indexes constructed by assigning the following values to the responses: 5 to "Very effective"; 3 to "Helpful"; -3 to "No effect"; and -1 to "No opinion/Do not know".

c/ Guiding Principles for Developmental Social Welfare Policies and Programmes in the Near Future (Welfare); United Nations Principles for Older Persons (Aged); Tallinn Guidelines for Action on Human Resources Development in the Field of Disability (Disabled).

25. In absolute terms, the guidelines on the disabled were the only ones to escape a negative rating by the focal-point officials in United Nations agencies. The overall rating of the guidelines in the field of disability (1.3) is well over twice that for the guidelines on social welfare (0.5).

26. Uses of the guidelines. The results of the survey show a consistent judgement by all three groups on the main uses of these internationally endorsed guidelines. All three groups assign the first three places to "promoting international awareness of the problems addressed", "clarifying priorities for United Nations programmes" and "initiating new United Nations operational activities". All three groups agree that the guidelines are more effective at the international level than at the national level. All agree that the guidelines have little effect on resource allocations.

27. In absolute terms, the guidelines are rated somewhat below "Helpful" with respect to the first three uses. "Promoting the initiation of new programmes" is also rated as a discernible effect of the guidelines. The guidelines do not appear to be of great value in terms of the other four potential uses.

Table 3. Ratings of the uses of internationally endorsed guidelines in social development by the global respondent groups

Uses	Respondent a/* United Nations	Commission for Social Development	NGOs	Overall rating, b/* all respondents
At the international level				
Promoting international awareness of problems addressed	Second	Second	First	1.5
Clarifying priorities for United Nations programmes	First	Third	Equal Third	1.6
Initiating new United Nations operational activities	Third	First	Second	1.4
Increasing extrabudgetary resources	Sixth	Eighth	Fifth	0.5
At the national level				
Promoting national awareness of problems addressed	Seventh	Equal Fifth	Sixth	0.4
Promoting adoption of national legislation	Fifth	Fourth	Seventh	0.5
Promoting the initiation of new programmes	Fourth	Equal Fifth	Equal Third	1.0
Increasing appropriation of funds for small programmes	Eighth	Seventh	Eighth	0.04

Source: Survey of global constituencies, see annex I, questions B.1 to B.8.

* See footnotes to table 2.

28. A comparative assessment of the guidelines by potential use gave the striking result that the guidelines in the field of disability were rated first or equal first for all eight uses. It is worth noting that the guidelines in the field of disability conceptualize disability in the broader context of strategies and programmes for human resources development.

Table 4. Relative ratings b/* of the uses of internationally endorsed guidelines in social development by global respondent groups

Uses	Guideline c/*		
	Welfare	Aged	Disabled
At the international level			
Promoting international awareness of problems addressed	Third	Equal First	Equal First
Clarifying priorities for United Nations programmes	Third	Second	First
Initiating new United Nations operational activities	Third	Second	First
Increasing extrabudgetary resources	Second	Third	First
At the national level			
Promoting national awareness of problems addressed	Equal First	Third	Equal First
Promoting adoption of national legislation	Second	Third	First
Promoting the initiation of new programmes	Third	Second	First
Increasing appropriation of funds for social programmes	Equal Second	Equal Second	First

Source: Survey of global constituencies, see annex I, questions B.1 to B.8.

* See footnotes to table 2.

2. Assessments by national focal points

29. One of the main strategies of the United Nations programme for social development is to promote international awareness and consensus on the guidelines so that they can become the basis of national policies and legislation and of international support to national efforts.

30. Among the activities covered in the evaluation, CSDHA has national focal points for (a) older persons; (b) persons with disabilities; and (c) youth. CSDHA provided the Central Evaluation Unit with mailing lists for these three sets of national focal points. There are no national focal points for activities on social welfare.

31. Of the 85 national officials responding to the questionnaires, about 21 per cent said they were "very familiar" and another 34 per cent said they were "aware" of one or more of the guidelines. Almost 60 per cent were "very familiar" with or "aware of" the United Nations Principles for Older Persons, compared to almost 50 per cent in the case of the Tallinn Guidelines for action in the field of disability and the Guiding Principles on developmental social welfare (see annex II, part C).

32. The officials assessed the guidelines as being of some help in clarifying national priorities and initiating new programmes and least effective in facilitating international assistance.

33. There was relatively little differentiation among the three guidelines in the ratings by national focal-point officials. Indexes calculated as described above showed only minor differences between assessments of the three guidelines. What differences there were indicated that guidelines on the disabled were the most effective and the social welfare guidelines were the least effective.

Table 5. Ratings by national focal-point officials of internationally endorsed guidelines in social development

Uses	Guidelines c/*			Overall rating b/*
	Welfare	Aged	Disabled	
Enacting national legislation	Third	Equal First	Equal First	1.1
Clarifying national priorities	Third	Second	First	1.4
Initiating national programmes	Third	Equal First	Equal First	1.6
Facilitating international assistance	Third	Second	First	0.9
Overall rating	1.1	1.3	1.4	1.3

Source: Survey of national focal points, see annex II, questions B.1 to B.8.

* See footnotes to table 2.

C. Other assessments by national focal points

1. Mobilization of resources

34. The survey asked officials of the national focal points whether they received funds from either CSDHA or the regional commissions or provided funds to them. Almost all of the respondents in countries where the Government provided resources said these comprised small contributions, staff seconded or other in-kind services provided to support activities organized by CSDHA or the regional commissions, as part of United Nations decades in the field of social development. The services mentioned by recipients consisted of similar assistance, such as that provided to national officials to enable them to participate in meetings.

35. Of the areas of the evaluation's focus, funding for activities for the disabled was mentioned twice as often as that for the aged, social integration, youth or participation.

36. Most of the respondents neither received nor provided assistance of any kind and did not express any views on the effectiveness of services provided through or received from the programme. Most of those expressing opinions on United Nations assistance, however, viewed such services as "helpful" or "very effective".

37. The main obstacles to the mobilization of extrabudgetary resources (see annex II, question A.6) were viewed as a lack of institutional coordination in United Nations programmes for social development (48 per cent), the low priority attached to social programmes by donor countries (45 per cent), lack of institutional coordination in recipient country agencies (40 per cent) and the limited impact of United Nations activities (40 per cent). Only 9 per cent cited the programme's focus on groups as an obstacle to mobilizing resources.

2. United Nations services

38. The national officials were asked to assess the effectiveness of eight different forms of services that are standard components of United Nations programmes. The results, shown in annex II, question A.4, indicate that most national focal-point officials assessed publications, that is, newsletters (67 per cent) and to a lesser extent technical reports (53 per cent), as the most helpful type of service. Participation in expert group meetings (47 per cent) and advisory services (39 per cent) were also regarded as helpful. Financial support and the provision of equipment were, surprisingly, rated as "helpful" or "very effective" by only 28 and 20 per cent of respondents respectively. The high endorsement of inexpensive but timely publications in the form of newsletters is a finding that has also occurred in other evaluations. United Nations newsletters often provide more useful information to professionals who are clients of United Nations programmes than more elaborate publications.

D. Profile of the programme's constituencies

39. Participation in sessions of the Commission for Social Development is predominantly by staff of missions to the United Nations. In some instances, delegates to the Commission are supplemented by national experts from ministries with responsibility for domestic social policies. Of the eight delegations that responded to the survey of the members of the Commission, three were officials of missions to the United Nations, two were officials responsible for coordinating their country's participation in United Nations activities for social development and the other three were officials in ministries responsible for social welfare in their respective countries.

40. The NGOs that attended recent sessions of the Commission for Social Development were advocacy groups. Few national or international NGOs with significant operational activities participate in sessions of the Commission. The latter, however, are important constituencies of the programme with active linkages to national officials and to the programme's ultimate beneficiaries, as can be seen by the responses to questions B.1 to B.3 in annex II.

41. Officials from 85 national focal points in 65 countries returned the second questionnaire. The organizational affiliation of respondents from the national focal points illustrates the complex institutional settings of social policies at the country level. Almost 40 per cent of the respondents belonged to specialized bodies, of which 70 per cent were officials of national organizations for disabled persons. The other large group of respondents were officials in departments within ministries responsible for social welfare, social security and health. The rest were officials of departments in ministries responsible for youth, sports and culture or ministries responsible for community-based social development.

Table 6. Institutional setting of national focal points

Affiliation of national focal points	Number of respondents	Percentage
Specialized bodies a/	33	39
Government departments of social welfare, social security or health	31	36
Government departments of youth, sports and culture	13	15
Departments of community/social development	8	9
Total	85	100

a/ Of which, 23 for the disabled, 7 for the ageing and 3 for youth.

IV. RECOMMENDATIONS

42. CPC may wish to endorse the following recommendations concerning Headquarters activities on participation of the population in development, social integration and social welfare, youth, ageing and persons with disabilities,

Recommendation 1, programme strategies. All components evaluated should adopt a unified focus on three common strategies: (a) assessment of emerging trends and issues in social policies, taking into due consideration regional priorities and related programmes of action; (b) assisting intergovernmental bodies in the formulation and assessment of programmes of action adopted by the United Nations, with due regard to integrating regional priorities; and (c) the identification of guidelines and operational strategies for social policies at the regional, subregional and national levels, in the context of internationally and regionally agreed upon programmes of action for development.

Recommendation 2, priorities. Among the activities evaluated that were conducted at the global level, those concerning persons with disabilities should be given highest priority; resources should be redeployed to strengthen those activities.

Recommendation 3, newsletters. Apart from mandated reports to intergovernmental bodies, United Nations publications concerning social integration and social welfare, youth, ageing and disabled persons should be mainly in the form of newsletters and bulletins tied to the distinct needs of:

(a) Focal-point officials in national Governments;

(b) Regional and subregional entities;

(c) National NGOs;

(d) International NGOs;

(e) Focal-point officials of United Nations agencies.

Recommendation 4, specialized intergovernmental review. The present report, together with the conclusions and recommendations of CPC on it, should be presented to the Preparatory Committee for the World Summit for Social Development and the Commission for Social Development for consideration and action.

Recommendation 5, programme budget formulation. Programme budget proposals for central programmes in the areas evaluated should incorporate decisions of CPC on recommendations 1 to 3 above.

Annex I

Survey of global constituencies a/

	Commission for Social Development	NGOs	United Nations	Total
Number of questionnaires sent	32	25	33	90
Responses received as of 25 January 1994	8	13	15	36
Response rate (percentage)	25	52	45.5	40

The programme for social development and humanitarian affairs consists of several components. Those covered by the evaluation are: participation of the population in development; social integration and social welfare; youth; ageing; and disabled persons. The questions below refer only to these components of the social development programme.

A. The extent to which programme orientation is integrated and focused

A.1 Should any component of the programme be significantly reformulated or deleted?

		Significantly reformulated	Deleted	No opinion expressed
(a)	Participation	13	2	21
(b)	Social integration	11	2	23
(c)	Youth	12	3	21
(d)	Ageing	10	3	23
(e)	Disabled persons	15	4	17

A.2 Please record your views on the following:

		Yes	No	No opinion expressed
(a)	The current programme strategies should continue.	21	7	8
(b)	The programme should focus primarily on the assessment of emerging trends and issues in social development.	23	7	6
(c)	The programme should be focused on assisting intergovernmental bodies in the formulation and assessment of programmes of action adopted by the United Nations in the field of social development.	21	7	8

a/ Members of the Commission for Social Development; NGOs; and focal point officials of United Nations agencies.

	Yes	No	No opinion expressed
(d) The programme should be structured as a unified programme for social development rather than as discrete activities on participation of the population in development; social integration and social welfare; youth; ageing; and disabled persons.	26	8	2
(e) The programme should focus primarily on the identification of guidelines and operational strategies for national social policies in the context of internationally agreed upon programmes of action for development.	26	5	5

A.3 The three organizing themes of the programme are participation, development and peace.

(a) Should these be retained, modified or eliminated?

	Retained	Modified	Eliminated	No opinion expressed
(i) Participation	25	7	1	3
(ii) Development	29	3	1	3
(iii) Peace	17	9	4	6

	Yes	No	No opinion expressed
(b) The programme should be modified to focus on thematic issues and related proposals for action rather than activities centred on groups such as the ageing, youth and the disabled.	18	14	4
(c) If you think the orientation of the programme should be modified to focus on thematic issues and related proposals for action, should the programme include:			
(i) Early identification of emerging humanitarian problems	20	6	10
(ii) Humanitarian aspects of post-conflict reconstruction	23	6	7
(iii) Fundamental obstacles to social development in least developed countries	25	3	8
(iv) Analysis of the international dimension of global poverty	23	3	10
(v) Other	14	-	22

B. Uses and effectiveness of established international guidelines and norms

The work of the United Nations includes formulation and endorsement of international guidelines and norms. The purpose of such guidelines is to encourage action at both the international and national levels. The General Assembly has endorsed the following guidelines in the field of social development:

(1) Guiding Principles for Developmental Social Welfare Policies and Programmes in the Near Future (adopted by the Interregional Consultation on Development Social Welfare Policies and Programmes (see E/CONF.80/10, chap. III) and endorsed by the General Assembly in its resolution 42/51.

(2) United Nations Principles for Older Persons, contained in the annex to General Assembly resolution 46/91.

(3) Tallinn Guidelines for Action on Human Resources Development in the Field of Disability, contained in the annex to General Assembly resolution 44/70.

(a) How would you evaluate the effectiveness of each of the above guidelines at the international level?

	Very effective	Helpful	No effect	No opinion
B.1 In promoting international awareness of the problems they deal with:				
(i) Guiding principles for developmental social welfare	5	13	4	14
(ii) United Nations principles for older persons	4	20	1	11
(iii) Guidelines for action in the field of disability	3	22	3	8
B.2 In clarifying priorities for United Nations programmes:				
(i) Guiding principles for developmental social welfare	4	14	5	13
(ii) United Nations principles for older persons	8	14	3	11
(iii) Guidelines for action in the field of disability	8	18	2	8

	Very effective	Helpful	No effect	No opinion
B.3 In initiating new United Nations operational activities in the field of social development:				
(i) Guiding principles for developmental social welfare	4	14	5	13
(ii) United Nations principles for older persons	3	18	2	13
(iii) Guidelines for action in the field of disability	3	22	3	8
B.4 In increasing extrabudgetary appropriations to United Nations programmes for social development:				
(i) Guiding principles for developmental social welfare	-	15	5	16
(ii) United Nations principles for older persons	1	13	7	15
(iii) Guidelines for action in the field of disability	1	18	4	13

(b) How would you evaluate the effectiveness of these internationally endorsed guidelines and norms <u>at the national level</u>?

	Very effective	Helpful	No effect	No opinion
B.5 In promoting national awareness in your country of the problems they deal with:				
(i) Guiding principles for developmental social welfare	3	10	7	16
(ii) United Nations principles for older persons	1	9	5	21
(iii) Guidelines for action in the field of disability	5	12	7	12
B.6 In promoting the adoption of national legislation:				
(i) Guiding principles for developmental social welfare	3	10	6	17
(ii) United Nations principles for older persons	2	11	8	15
(iii) Guidelines for action in the field of disability	3	17	6	10

	Very effective	Helpful	No effect	No opinion
B.7 In promoting the initiation of new programmes:				
(i) Guiding principles for developmental social welfare	2	14	4	16
(ii) United Nations principles for older persons	4	14	5	13
(iii) Guidelines for action in the field of disability	4	17	2	13
B.8 In increasing appropriations of funds for social programmes at the national level:				
(i) Guiding principles for developmental social welfare	2	9	8	17
(ii) United Nations principles for older persons	3	8	9	16
(iii) Guidelines for action in the field of disability	3	11	7	15

Annex II

Survey of national focal points

	Aged	Disabled	Youth	Total
Number of questionnaires sent	89	143	102	334
Number of responses received as of 25 January 1994	24	41	20	85
Response rate (percentage)	27	29	20	25

The programme for social development and humanitarian affairs consists of several components. Those covered by the evaluation are: participation of the population in development; social integration and social welfare; youth; ageing; and disabled persons. The questions below refer only to these components of the social development programme.

A. Effectiveness of services associated with the United Nations programme for social development

A.1 Does your country provide funding to:

	Yes	No	No answer
(i) CSDHA	10	50	25
(ii) Regional commissions	12	42	31

A.2 Does your country receive assistance from:

(i) CSDHA	14	49	22
(ii) Regional commissions	12	40	33

A.3 Please indicate your assessment of the effectiveness of such assistance provided by the United Nations programmes in social development.

	Very effective	Helpful	No effect	No answer/ no opinion
(a) Assistance provided by CSDHA	8	15	3	59
(b) Assistance provided by the regional commissions	6	15	3	61

A.4 In general, how would you rate the effectiveness of the following types of services from United Nations programmes for social development?

	Very effective	Helpful	No effect	No answer/ no opinion
(a) Publications				
(i) Newsletters	15	42	1	27
(ii) Technical reports	11	34	-	40
(b) Advisory services	10	23	3	49
(c) Training programmes				
(i) Short-term (less than a year)	10	15	4	56
(ii) Long-term (more than a year)	6	11	4	64
(d) Operational assistance				
(i) Equipment	10	7	5	63
(ii) Financial support	14	10	5	56
(e) Expert group meetings	18	22	3	42
(f) Others	3	3	-	79

A.5 Are there services the United Nations programme for social development does not provide but should provide in the following areas?

	Should provide	No answer/ no opinion
(a) Participation	18	67
(b) Social integration	20	65
(c) Youth	24	61
(d) Ageing	26	59
(e) Disabled persons	29	56

A.6 In your view, what are the main obstacles to mobilizing external resources for the United Nations programme for social development? Tick all that apply.

	Are the main obstacles	No answer/ no opinion
(a) Lack of distinct conceptual focus to the programme	26	59
(b) The programme's emphasis on groups	8	77
(c) The limited impact of United Nations activities in the field of social development	34	51
(d) The low priority attached to programmes for social development by recipient countries	27	58
(e) The low priority attached to programmes for social development by donor countries	38	47
(f) Lack of institutional coordination in		
(i) United Nations programme for social development	41	44
(ii) Recipient country's agencies	34	51
(g) Others	15	70

B. Role of non-governmental organizations

International and national NGOs are increasingly viewed as partners in international cooperation.

B.1 Are any of your programmes implemented through

	Yes	No	No answer/ no opinion
(a) National NGOs?	70	10	5
(b) International NGOs?	52	23	10

B.2 Should more international resources in social development be channelled through

(a) National NGOs?	54	4	27
(b) International NGOs	36	8	41

B.3 How would you rate the effectiveness of services delivered by NGOs compared to those provided under the United Nations programme on social development?

	More effective	As effective	Less effective	No opinion
(a) National NGOs	23	13	7	42
(b) International NGOs	19	19	5	42

C. The purpose of United Nations-endorsed Guidelines and Programmes of Actions is to foster international norms and activities for social development at the national level

The work of the United Nations includes formulation and endorsement of international guidelines and norms for social welfare, ageing and disabled persons.

The General Assembly has endorsed the following guidelines in the areas of social development being evaluated. Please indicate how familiar these guidelines are to you.

	Very familiar	Aware of them	No answer/ not aware of them
(1) United Nations Principles for Older Persons	16	34	35
(2) Tallinn Guidelines for Action on Human Resources Development in the Field of Disability	13	28	44
(3) Guiding Principles for Developmental Social Welfare Policies and Programmes in the Near Future	21	21	43

C.1 In your view, how effective are each of these United Nations-endorsed international guidelines for the aged, the disabled and social welfare in promoting the activities indicated:

	Very effective	Helpful	No effect	No answer/ do not know
(a) The Aged: United Nations Principles for Older Persons				
(i) enacting national legislation	15	28	8	34
(ii) clarifying national priorities	16	31	7	31
(iii) initiating national programmes	21	27	5	32
(iv) facilitating international assistance	14	25	10	36
(b) The Disabled: Tallinn Guidelines for action in the field of disability				
(i) enacting national legislation	15	30	10	30
(ii) clarifying national priorities	21	26	8	30
(iii) initiating national programmes	20	28	7	30
(iv) facilitating international assistance	19	23	12	31
(c) Social Welfare: Guiding principles for developmental social welfare				
(i) enacting national legislation	14	25	9	37
(ii) clarifying national priorities	15	29	5	36
(iii) initiating national programmes	21	23	4	37
(iv) facilitating international assistance	14	21	11	39